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C O N F I D E N T I A L SECTION 1 OF 3 NICOSIA 0735

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E. O. 11652: GDS

TAGS: EAID SREF UNHCR CY

SUBJECT: FIRST PHASE REHABILITATION ASSISTANCE FOR CYPRUS

REF: A. NICOSIA 4334 (1974)

B. NICOSIA 4553 (1974)

C. NICOSIA 4475 (1974)

PART I SUMMARY

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1. WITH RECENT DEVELOPMENTS ON POLITICAL SCENE, IT HAS

BECOME MORE AND MORE OBVIOUS PROBLEM OF DISPLACED GREEK CYPRIOTS IN THE SOUTH WILL NOT SOON GO AWAY. PREVIOUS VIEW THAT STRAIGHT RELIEF AID WOULD BE SUFFICIENT UNTIL POLITICAL SETTLEMENT MATERIALIZES NOW NEEDS TO BE RECONSIDERED. UNHCR OPERATING ON MANDATES OF 4 MONTHS; THIS SHORT TERM NOT ADEQUATE BASIS FOR MEETING NEEDS OF THE SOUTH. ALTHOUGH NEEDS IN TURKISH CONTROLLED NORTH ALSO CANNOT BE IGNORED, HUMANITARIAN NEEDS OF TURK CYPRIOTS THERE ARE LIKELY TO BE CONSIDERED BY TURKS AS SECONDARY TO PRIME OBJECTIVE OF STABILIZING POLITICAL ARRANGEMENT ARISING FROM FEBRUARY DECLARATION OF NEW TURK CYPRIOT STATE. THIS CABLE PROPOSES TWO NEW AVENUES CONCERNING RELIEF AND WELFARE SUPPORT. END SUMMARY.

PART II FIRST PHASE REHABILITATION

2. SITUATION OF REFUGEES AND NEEDY PERSONS ON CYPRUS TODAY IS NOT ESSENTIALLY DIFFERENT FROM ROUNDUP CABLE REF (A) WHICH DESCRIBED SITUATION AS OF DEC 1, 1975. NUMBERS OF DISPLACED PERSONS IN THE VARIOUS CATEGORIES, GEARED TO REF (A) PARA 2 ONLY SLIGHTLY CHANGED AS FOLLOWS: DATA IN PARENTHESIS SHOW CHANGES FROM LATE NOVEMBER 1974 FIGURES. GOC COUNTS GREEK CYPRIOTS DISPLACED TO THE SOUTH AT 181,300 (UP 800) OF WHICH 41,200 (DOWN 100) ARE COMPLETELY SELF-SUPPORTING AND NOT RECEIVING PUBLIC ASSISTANCE AND 140,000 (UP 800) ARE NEEDY AND RECEIVING FOOD AND/OR CASH ALLOWANCES. THE GOC NO LONGER RELEASES A BREAKDOWN AS TO HOUSING CATEGORIES FOR THE DISPLACED POPULATION ON THE PREMISE THAT ALL DISPLACED PERSONS ARE IPSO FACTO LIVING IN CONDITIONS BELOW THEIR PREVIOUS STANDARDS. NUMBERS ARE REELASED FOR THOSE LIVING IN THE TWO WORST CATEGORIES, I. E. A) THOSE IN SHACKS, GARAGES, UNFINISHED STRUCTURES AND NOW AT 8,100 LEVEL (DOWN 500) AND B) THOSE ACTUALLY LIVING UNDER TENT CANVAS 13,100 (UP 700). ALL FIGURES ROUNDED OFF TO NEAREST HUNDREDS. OFFICIAL COUNTS RELEASED BY THE GOVERNMENT NO LONGER DISTINGUISH AMONG THE REST OF THE DISPLACED POPULATION. THUS THOSE WHO ARE LIVING IN PUBLIC BUILDINGS, IN OVERCROWDED HOMES AND APARTMENTS, AND THOSE WHO HAVE RENTED SUITABLE ACCOMMODATIONS IN THE SOUTH OR WHO HAVE MOVED INTO SECOND OR

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SUMMER COTTAGES ARE ALL GROUPED TOGETHER. GOC CLAIMS NEW COUNTING METHOD WILL PUT END TO NOTION THAT SOME REFUGEES ARE ADEQUATELY HOUSED. INFORMAL INTERNATIONAL DONOR COMMITTEE IN DISAGREEMENT WITH GOC ON WISDON OF CHANGE IN COUNTING METHOD. ONLY MAJOR CHANGE IN POPULATION BALANCE ON THE ISLAND WAS TRANSFER BY AIRCRAFT OF 9,390 TURK CYPRIOTS FROM BRITISH SOVERIGN BASE AREA, EPISKOPHI TO TURKEY AND SUBSEQUENT RETURN TO CYPRUS FOR

PERMANENT RESETTLEMENT IN THE NORTH.

3. GOC IS RETHINKING REFUGEE PROBLEM IN THE SOUTH AND HAS DECIDED TO EXPAND SUPPORT PROGRAMS BEYOND THE SIMPLE RELIEF ACTIVITIES THAT HAVE GONE ON UNTIL NOW. GOC IS RESTRUCTURING THE SPECIAL SERVICES FOR REFUGEES AND PLACING IT IN MINISTRY OF LABOR THUS TERMINATING ITS SPECIAL STATUS WITH PREVIOUS DIRECT LINE TO PRESIDENT'S OFFICE. TSAR OF SPECIAL SERVICES, GEORGE IACOVOU, HAS BEEN ASKED TO CONTINUE AS DIRECTOR BUT IS APPARENTLY MIFFED AT HAVING TO REPORT TO MINISTRY'S DIRECTOR-GENERAL. IACOVOU MAY NOT ACCEPT. IN ANY CASE, NEW SPECIAL SERVICES DIRECTOR WILL ALSO HAVE TO COORDINATE ALL NEW PROGRAMS WITH INTER-MINISTERIAL COMMITTEE REPRESENTING WELFARE, AGRICULTURE, HEALTH AND OTHER DEPARTMENTS WHICH WILL HAVE INPUT INTO NEW PROGRAMS FOR DISPLACED PERSONS. GOC VIEWS NOW STRESS IMMEDIATE EMPLOYMENT OF REFUGEES IN HANDICRAFT AND COTTAGE INDUSTRIES AS WELL AS SUPPORT PROJECTS AIMED AT AMELIORATING CAMP LIFE. GOC PLANS TO CONTINUE RELIEF EFFORT BUT ALSO BEGIN TO BROACH TOUGH SUBJECT OF REHABILITATION WITHOUT ADMITTING PUBLICLY THAT REFUGEES MAY NOT ALL GO BACK TO HOMES IN THE NORTH. ONE PART OF THIS NEW THRUST IS ESTABLISHMENT IN CAMPS AND REFUGEE CENTERS OF HANDICRAFT AND COTTAGE INDUSTRY IN FIELDS OF EMBROIDERY, WEAVING, WOOD CARVING, LEATHER, POTTERY, SEWING AND KNITTING, AND ICON PAINTING. OTHER PART OF THRUST IS ESTABLISHMENT OF SMALL WORK SHOPS WHERE REFUGEES CAN CONSTRUCT SUCH ITEMS AS BEDS, FOOT LOCKERS, DRESSERS, CHAIRS, ETC. TO REPLACE FURNITURE LEFT IN THE NORTH. GOC THINKS THESE WORKSHOP AND HANDICRAFT TYPE OPERATIONS CAN LEAD TO MODEST COMMERCIAL GAIN FOR REFUGEES IN ADDITION TO MEETING SOME OF THEIR OWN NEEDS.

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4. EMBASSY HAS BEEN APPROACHED FOR MATERIAL HELP IN ASSISTING SCHEMES DESCRIBED IN ABOVE PARA. EMBASSY WANTS TO BE RESPONSIVE WITH MINIMUM DELAY. WHEREAS UNHCR, UNDER PRESENT MANDATE, CANNOT PURCHASE NON-RELIEF ITEMS, CHIEF OF MISSION JOHN KELLY HAS EXPRESSED NO OBJECTION TO PROPOSED SCHEME WHEREBY SONSIGNMENTS OF SUCH ITEMS ARE MADE TO UNHCR FOR UNHCR DISTRIBUTION, IN SAME MANNER AS OTHER DONATED GOODS OR PURCHASED COMMODITIES ARE HANDLED. HANDICRAFT SCHEME COULD ALSO IN MORE LIMITED PROGRAM BE EXTENDED TO THE NORTH.

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5. ACTION REQUESTED:

EMBASSY REQUESTS AID CONSIDER ESTABLISHING ACCOUNT IN US WHEREBY AID CAN PROCURE SUCH ITEMS, ARRANGE FOR SHIPMENT TO CYPRUS, CONSIGN TO UNHCR, MUCH IN SAME WAY THAT FDRC PROCURED IN U. S., SHIPPED AND CONSIGNED RELIEF COMMODITIES IN EARLY DAYS OF EMERGENCY. FUNDS TO BE USED WOULD COME

FROM A SET-ASIDE PORTION OF UNOBLIGATED BALANCE OF \$25 MILLION APPROPRIATED BY CONGRESS FOR EMERGENCY AID TO CYPRUS. EMBASSY BELIEVES THIS AFFORDS SPLENDID OPPORTUNITY FOR USG ACTION WHICH MEETS REAL NEEDS OF REFUGEES AND ASSISTS LOCAL AUTHORITIES. THIS PROGRAM WOULD BE BELIEVE BE FAVORABLY REGARDED BY CONGRESS. LIST OF ACTUAL ITEMS REQUIRED BEING DRAWN UP BY GOC. INITIAL NEED IN NEIGHBORHOOD OF \$250,000 INCLUDING AIR TRANSPORTATION. IN ADDITION TO ABOVE ITEMS, AID COULD ALSO PROCURE TENT REPAIR KITS FOR US-DONATED TENTS AND CONSIGN SHIPMENT SAME WAY. EMBASSY REQUESTS EARLY AID RESPONSE THIS PROPOSAL.

PART III. UNHCR MANDATE

6. SECOND AVENUE PROPOSED BY THIS CABLE DEALS WITH UNHCR. PRESENT MANDATE PROVIDES UNHCR WITH AUTHORITY TO ACT IN LIMITED ROLE IN CYPRUS AS UN COORDINATOR FOR RELIEF ASSISTANCE. PRESENT MANDATE ENDS APRIL 30. THIS IS SECOND FOUR-MONTH MANDATE. EMBASSY FEELS UNHCR CONTINUES TO BE IDEAL VEHICLE FOR CHANNELLING AND CONSOLIDATING NON-BILATERAL INTERNATIONAL REFUGEE AID. FOR U. S., THIS VEHICLE HOLDS MANY ADVANTAGES INCLUDING FACT UNHCR HAS BEEN ABLE TO OPERATE THUS FAR IN TURKISH NORTH WITHOUT CONFRONTING DIRECTLY QUESTION OF RECOGNITION. EMBASSY PROPOSES DEPARTMENT SHOULD BEGIN THINKING OF APPROACHING UN SYG ON MATTER OF EXTENDING AS WELL AS EXPANDING UNHCR OPERATING MANDATE IN CYPRUS FOR PERIOD AFTER APRIL 30. HCR SHOULD BECOME INVOLVED WITH MATTERS THAT GO BEYOND JUST RELIEF. THERE ARE NUMEROUS NUMANITARIAN NEEDS AT PRESENT WHICH ARE NOT BEING MET BECAUSE THEY ARE ONE STEP BEYOND STRICT RELIEF AND IMMEDIATE NEED CRITERIA. NEW SCOPE MUST INCLUDE SUCH ADDITIONAL

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ACTIVITIES AS SUPPORT FOR OLD AGE PROGRAMS, FOR DISPLACED ELDERLY, REHABILITATION WORK, HANDICRAFT, HEALTH ASSISTANCE INCLUDING PREVENTIVE HEALTH CARE. WE ARE NOT ADVOCATING UNHCR RESETTLEMENT PROGRAM BUT RATHER A PROGRAM SUPPORTING CERTAIN REHABILITATION EFFORTS OR RELIEF ASSISTANCE WHICH IS MORE PROPERLY VIEWED IN AN INTERMEDIATE TIME FRAME.

7. TRADITIONAL UN ASSISTANCE IN THESE FIELDS WOULD IN NORMAL TIMES BE CHANNELLED THROUGH THE UNDP AGENCIES. HOWEVER, FOR REASONS OF POLICY AND STRATEGY EMBASSY FEELS STRONGLY UNDP IS NOT REPEAT NOT THE PROPER AGENCY TO CARRY OUT PROGRAM REQUIRED TO MEET NEEDS OF DISPLACED PERSONS ON CYPRUS. UNDP IS MUCH TOO SLOW IN REACTING; NEEDS TO MEET ALL SORTS OF FORMAL INTERNAL REQUIREMENTS

BEFORE BEING ABLE TO MOVE; IS INFLEXIBLE IN MATTERS THAT ARE NOT CLEAR-CUT DEVELOPMENTAL IN NATURE; AND MUST OPERATE EXCLUSIVELY WITHIN AGREEMENTS SIGNED WITH RECOGNIZED GOVERNMENTS. LAST POINT SHOULD BE UNDERSCORED. THIS HAS MEANT THAT SINCE EVENTS OF LAST SUMMER UNDP ACTIVITY IS RESTRICTED TO THE SOUTH. AS POINTED OUT IN LAST PARAGRAPH OF REF (B), EMBASSY CONVINCED ALL EFFORTS MUST BE MADE TO AVOID LEAVING OUT TURK CYPRIOT POPULATION FROM BENEFITS OF ANY CYPRUS AID PROGRAM. THIS POINT DOUBLY IMPORTANT IN INTERIM PERIOD BEFORE FINAL POLITICAL SETTLEMENT. ISOLATION OF TURK CYPRIOTS ONLY PLAYS INTO HANDS OF ADVOCATES OF COMPLETE POLITICAL AND ECONOMIC SEPARATION OF THE TWO ETHNIC GROUPS. AS EMBASSY HAS POINTED OUT IN PAST, CYPRUS CANNOT AFFORD ECONOMICALLY SEPARATE EXISTENCE OF THE TWO GROUPS AND ESPECIALLY NOW ALL EFFORTS MUST BE MADE TO PRESERVE WHAT INTEGRATIVE ELEMENTS REMAIN AND ENCOURAGE REINTEGRATION AS FEASIBLE.
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8. WE FORESEE A UNHCR OPERATING STRUCTURE NOT UNLIKE PRESENT ONE BUT ARMED WITH SOMEWHAT BROADER MANDATE. ORGANIZATION WOULD ALSO BE ABLE TO CALL ON EXPERTISE FROM OTHER UN AGENCIES (WHO, WFP, FAO, ETC.) WITHOUT HAVING TO OPERATE UNDER UMBRELLA OF UNDP. NEW MANDATE DOES NOT NEED GENERAL ASSEMBLY RESOLUTION OR SECURITY COUNCIL APPROVAL. SYG NEED ONLY SO INSTRUCT THE HIGH COMMISSIONER, SADRUDDIN AGA KHAN. WE BELIEVE THE HIGH COMMISSIONER WOULD PROBABLY PREFER TO DISENGAGE FROM CYPRUS. ONLY WAY TO AVOID THIS ON APRIL 30 IS TO ENLIST COOPERATION OF SYG ON ARGUMENT THAT CONFIDENTIAL

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UNHCR TRACK REINFORCES AND IS NECESSARY TO THE POLITICAL APPROACH TO A SOLUTION. LOCAL UNHCR STAFF HAS VOICED CERTAIN RESERVATIONS TO PROPOSED EXTENSION WHICH WE BELIEVE ARE BASED MAINLY ON PERSONAL DESIRES TO END OPERATIONS IN CYPRUS. CHIEF OF MISSION KELLY HAS SAID HE BELIEVES SADRUDDIN WOULD BE COMPLETELY RESPONSIVE TO SYG DIRECTIVE, WITH IMPLICATION THAT A U. S. APPROACH TO SADRUDDIN ALONE WOULD BE MET WITH ONLY LUKEWARM RESPONSE. KELLY DOES NOT WISH TO BE QUOTED.

9. ACTION REQUESTED: EMBASSY RECOMMENDS THAT DEPARTMENT APPROACH UN SYG WITHOUT DELAY; STRESS IMPORTANCE OF UNHCR ROLE; POINT OUT NEED FOR CONTINUATION UNHCR PRESENCE WITH WIDER OPERATING INSTRUCTIONS; EXPLAIN FULLY DELICATE SITUATION ON THE ISLAND AND NEED TO AVOID AT ALL COSTS UPSETTING SITUATION, AND COMMON INTEREST IN SEEING NEGOTIATIONS STARTED UP AGAIN. AS ONLY TWO MONTHS REMAIN BEFORE END OF MANDATE BELIEVE SUCH ACTION SHOULD BE TAKEN SOON.
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